prevent the boards from becoming bare. But the submarine had introduced an element of increasing precariousness to this food supply. Once sea transport failed—and it was failing rapidly—the resistance of the Allied armies would collapse. All nations were becoming rattled and disillusioned by the prolongation of sacrifice and horror with indecisive result. A touch of hunger might convert disillusion-ment into disaffection. Food was at the very root of national morale, and in a protracted struggle between equally brave nations morale is the decisive factor. That is why, when it became my duty to survey the whole area of the War and the conditions which would determine its final result, I realised that the " feeding of the multitude " was a matter of supreme moment. I had, as a matter of fact, come to that conclusion over a year ago, and quotations I have already given from my interventions and proposals on this question at War Councils in 1915 and 1916, are a proof of my concern that we should take timely steps for the provisionment of the nation.

In a war of this order, sea power was the key to ultimate victory so long as either party could manage just to hold their own on land. If we *Sea power* maintained control of the seas without *to victory* actually breaking on shore, the Central Powers could in the end be starved into surrender. Before reaching the point of actual starvation, such privations could be inflicted on their

population as would destroy their morale. Had our armies been on their soil, the spirit that bids men die rather than give in to the invader of their native land would have sustained them. But no people will die of hunger rather than relinquish conquests of foreign territory. Potential famine was therefore the